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Rebalancing the Active and Reserve Component Forces

by

Lieutenant Colonel Matthew C. Finnegan
United States Air Force

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Lieutenant Colonel Matthew C. Finnegan
United States Air Force

Colonel William R. Griffin
Department of Military Strategy, Planning, and Operations
Project Adviser

U.S. Army War College
CARLISLE BARRACKS, PENNSYLVANIA 17013

Abstract

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The future security environment and current fiscal constraints will require the Air Force to become smaller, but remain highly capable, lethal, ready, agile, and deployable. To achieve these ends, the Air Force has to maintain effective relationships between each of its components and Congress while rebalancing the force to meet current realities and likely future trends. When incorporated effectively, the new Total Force Enterprise approach to the Active and Reserve Component mix will enhance the Air Force's ability to restore and maintain an appropriate active-reserve balance, while continuing the Air Force's historically very good relationship with the Air Force Reserve and Air National Guard. This paper discusses the Air Force's Active and Reserve Components while examining the evolution of the Total Force Enterprise with emphasis on the Total Force Enterprise Review Process. Recommendations and enhancements to the Total Force Enterprise process are presented in three focus areas: Common Orientation, System Force Composition Analysis studies, and Communication Plan.

Rebalancing the Active and Reserve Component Forces

> We must restore and maintain an appropriate active-reserve balance that is consistent with current realities and likely future trends.
>
> –CSAF General Schwartz [1]

As our military draws down from a decade of extended operations within two combat zones, the Department of Defense has provided strategic direction to guide decisions regarding the size and shape of the force over subsequent budget cycles.[2] Based on this new guidance, the United States Air Force will need to size the total force to meet the projected demand requirements in the following missions: countering terrorism and irregular warfare, deterring and defeating aggression, maintaining a safe, secure, and effective nuclear deterrent, and defending the homeland and supporting civil authorities.[3] Under this pretext, the Air Force embarked on the Fiscal Year 2013 budget preparation and submission with emphasis on retaining critical core capabilities, balancing force structure risk with modernization, rapid employment, readiness, and funding constraints. In addition to these priorities, the Air Force took a measured approach to the ratio between the Active and Reserve Components (AC/RC) and made choices that:

1) Ensured the Total Force could fulfill the Air Force's surge requirement as directed by the force sizing construct of the new strategic guidance
2) Maintained the balance between Active and Reserve Components required to fulfill continuing rotational requirements at deployment rates and personnel tempos that are sustainable for both the Active and Reserve Components

3) Made sure the active Component retained the recruiting, training, and operational seasoning base required to sustain the Active Air Force, Air National Guard, and Air Force Reserve into the future
4) Ensured the Reserve Component remains relevant and engaged in both enduring and evolving missions[4]

The final submission included a reduction in 286 aircraft (123 fighters, 133 mobility aircraft, and 30 Intelligence/Surveillance/Reconnaissance (ISR) platforms) across the Future Years Defense Plan and a decrease of 9,900 members (3,900 Regular Air Force, 5,100 Air National Guard, and 900 Air Force Reserve) many associated with the weapon platforms slated for reduction.[5] Aircraft, manpower adjustments, and re-missioning efforts affected each component and units in all 54 states and territories. It, also, brought along with it the wrath of Governors and Congressmen who believed the proposed manpower and aircraft reductions fell disproportionately upon the Reserve Component, especially the Air National Guard. As a result, Congress directed the formation of a committee to determine appropriate criteria that should be used for force structure when planning the Air Force of the future.[6] Furthermore, lawmakers included provisions within the September 2013 Continuing Resolution banning the Air Force from retiring, divesting, realigning, or transferring any aircraft.[7]

Despite the uproar from members of Congress and even some inside the Total Air Force, this plan to rebalance the force within the confines of the budget proposal did embrace the Air Force's 50 year tradition of seeking to maximize Air Force capabilities through the combined utilization of the Active and Reserve Components in both stand-alone units and merged units. It has been long noted that each component has inherent

strengths that when combined and leveraged produce a force that is more cost effective and capable in executing the Air Force mission than any one on its own. When incorporated appropriately, the new Total Force Enterprise approach to the AC/RC mix will not only enhance the Air Force's ability to restore and maintain an appropriate active-reserve balance that is consistent with current realities and likely future trends as lauded by former Chief of Staff of the Air Force (CSAF) Norman Schwartz, but satisfies Congress's desire for the Air Force to continue its historically very good relationship with the Air Force Reserve and Air National Guard.

Active and Reserve Components

The Department of the Air Force was established on Sept 18, 1947 as a result of the National Security Act of 1947 signed by President Harry S. Truman. The department is currently comprised of 690,000 military and civilian personnel organized into ten major commands along with field operating agencies, direct reporting units and their subordinate elements. In addition, there are two Reserve Components, the Air Force Reserve, which is also a major command, and the Air National Guard.[8] The Air Force operates and manages 5301 airplanes, 183 helicopters, 450 ICBMs, 63 satellites, and thousands of pieces of equipment. Its resources and mission sets are categorized into twelve core functions: Air Superiority, Global Precision Attack, Global Integrated Intelligence, Surveillance, and Reconnaissance, Cyberspace Superiority, Space Superiority, Nuclear Deterrence Operations, Rapid Global Mobility, Command and Control, Special Operations, Personnel Recovery, Building Partnerships, and Agile Combat Support.

The Regular Air Force, more commonly referred to as the active duty, is composed of 332,000 officers, enlisted and cadets. It manages and operates 64% of the

fighter/attack force, 88% of the special operations force, 49% of the tanker mission, 52% of the strategic and tactical airlift, and 100% of the trainer aircraft force.

The Air Force Reserve can trace it roots to the National Defense Act of 1916. It was officially established on April 14, 1948 following the Air Force's designation as a separate service from the Army in 1947. For the past 65 years, the Air Force Reserve has evolved from a mobilization-only force into a strategic reserve that has extensive operational capability.[9] Today's Air Force Reserve contributes to essentially every Air Force mission while being the sole provider of Aerial Spraying and Weather Reconnaissance. Through their unit-equipped and associate units, they account for 46% of the Strategic Airlift, 23% of Tanker, 21% of Theater Airlift, 8% of the bomber force and 5% of Remote Piloted Aircraft and Fighters to name a few. The Air Force Reserve Command (AFRC) has 447 aircraft assigned to 35 flying wings. Additionally, AFRC has nine associated flying units with the Regular Air Force, four space operations squadrons sharing satellite control missions and more than 620 mission support units prepared to execute a diverse array of missions including medical, aerial port, civil engineering, security forces, intelligence, mobility support, logistics, and others.[10] The men and women of the Air Force Reserve make up a force in excess of 800,000 including the ready reserve, standby reserve, retired reserve, and active duty retired. The Ready Reserve is comprised of 193,000 trained reservists who within 72 hours may be recalled to active duty to augment the regular force in time of war or national emergency.[11] Within the Ready Reserve, the select ready reserve contributes over 70,000 personnel to the fight in the categories of Traditional Reservists, Air Reserve Technicians, Individual Mobilization Augmentees, Active Guard Reserve members, and

Civil Servants.[12] One of the key benefits of the Air Force Reserve manning is its cost effectiveness. The Traditional Reservist is typically in a pay status for only 30 days a year, unless called to active-duty services in support of the nation. When the reservist returns to their civilian life, they are in a non-pay status from the government coffers. This fact enables the Air Force Reserve to provide 17% of the Air Force's fighting force at only 4% of the Air Force budget.[13]

Simultaneous with the creation of the U.S. Air Force on 18 September 1947, the Air National Guard was established as a separate reserve component to this fledgling service. However, the Air National Guard, as part of the National Guard, can trace its roots to the militias of the original thirteen colonies. The tradition of the part-time soldier, the farmer or shopkeeper picking up a musket to drill and then serve, was recognized by our founding fathers through the inclusion of a militia in the drafting of our Constitution. The key sections are Article I Section 8, Article II Section 2, and the Second Amendment.[14] The constitutional language results in members of the National Guard having both a federal and state mission commonly referred to as dual missions. This means that guardsmen hold membership in both the National Guard of their state, and in the National Guard of the United States.[15] The Air National Guard's federal mission is to maintain well-trained, well-equipped units available for prompt mobilization during war and provide assistance during national emergencies.[16] During peacetime, units can be utilized to carry out missions compatible with training and mobilization readiness. Air National Guard units are activated utilizing public law found in Title 10 of the U.S. Code. When members of the Air National Guard are not subject to federal control (or mobilized), they are in Title 32 status (Title 32 of the U.S. Code) and their

chain of command flows to the governor of their respective state or territory (Puerto Rico, Guam, Virgin Islands, or the commanding general of the District of Columbia National Guard). Under state law the Air National Guard provides protection of life and property, preserves peace, order, and public safety.[17] These state missions typically fall under the purview of the adjutant general of the state or territory. The adjutant general oversees both the Army and Air National Guard and holds the rank of Major General. The state missions can include emergency relief support during natural disasters such as floods, earthquakes and forest fires; search and rescue operations; support to civil defense authorities; maintenance of vital public services and counterdrug operations.[18] The Air National Guard has both full-time and part-time members. The full-time support comes in the form of dual status military technicians and Active Guard Reserve personnel. These individuals perform day-to-day management, administration and maintenance. They serve as the units' core cadre providing continuity for the traditional drill status guardsman. The traditional drill status guardsman participates in monthly two day unit training assemblies and a two-week annual training period. The Air National Guard is comprised of over 106,000 officers and enlisted serving in 89 flying units and 579 mission support units.[19] The flying units have ownership of over 1,100 aircraft to include 639 fighter/attack platforms in Fiscal Year 2011.[20] They have primary responsibility for the air defense of the United States and maintain 94 percent of the U.S. air defense alert sites. Additionally, the Air National Guard provides strategic and tactical airlift, air refueling, fighters, rescue and recovery capabilities, strategic airlift, special operations and aeromedical evacuation units. Some of the Air National Guard support unit functions include air traffic control, combat communications, civil

engineering, range control, aerial port, and RED HORSE. Some of these units such as Rapid Engineer Deployable Heavy Operational Repair Squadron Engineers (RED HORSE) are ideal for the Defense Support of Civil Authority missions and are coveted by Governors. These units are equipped to be self-sufficient engineering entities that can perform heavy maintenance and repair actions on infrastructure, buildings and utility systems all of which can be utilized by Governors during times of crisis or national emergency.

Evolution of the Total Force Enterprise

The Future Total Force initiative was approved by Secretary of the Air Force (SecAF) F. Whitten Peters and CSAF General Michael E. Ryan in 1998. This initiative was launched to explore various organizational constructs the Air Force could utilize to enhance integration between the Regular, Reserve, and Guard components. The Future Total Force was seen as a means to find solutions to both budgetary challenges and manning issues, especially a pending pilot shortage.[21] Throughout the next few years, the Air Force sponsored numerous studies to include The Future Total Force Phase I Study Business Case for Fighter Units prepared by Betac Corporation, analyzing the Fighter Reserve Association Test, and the Future Total Force Associate Unit Program Best Practices and Lessons Learned Study that provided recommendations on how the Air Force could improve associations between the various components.[22]

By the mid 2000's, the Future Total Force initiative evolved into Air Force Total Force Integration (TFI) under the responsibility of the Director of Strategic Planning (AF/A8X) and managed by the Air Force Deputy Chief of Staff for Strategic Plans and Programs (AF/A8). The Air Force codified Total Force Integration through the

publication of Air Force Policy Directive (AFPD) 90-10, Total Force Integration Policy, on 16 June 2006, and the subsequent Air Force Instruction (AFI) 90-1001, Responsibilities for the Total Force Integration, on 29 May 2007. At that time, there were over 130 Total Force Initiatives in various states of existence ranging from investigation to fully operational.[23] These initiatives sprung from all levels of the Air Force.

Total Force Integration Associations

The basic building block of the Air Force Integration effort at the unit level is the Association. Associations are the partnership of host and associate units from two or more components that train and operate together as unified teams.[24] The host unit has primary responsibility for its unit members and is equipped or assigned with the physical resources (aircraft/weapons system/operations facility). The associate unit has primary responsibility for its unit members but shares the physical resources assigned to the host.[25] There are four types of Association constructs: Classic, Active, Air Reserve Component (ARC) and Hybrid. The Classic Association is an organizational construct in which a Regular Air Force host unit shares a mission with one or more ARC associate units (Figure 1). On the other end of the spectrum is the Active Association in which a reserve component host unit retains principal responsibility for the weapon system/mission and shares with one or more Regular Air Force associate units (figure 2). The Air Reserve Component Association is an organizational construct allowing an Air Reserve Component host unit to share a mission with one or more Air Reserve associate units. The Hybrid Associate is the newest organizational construct in which an Air Reserve Host unit shares a mission with one or more ARC associate units along with one or more Regular Air Force associate units.

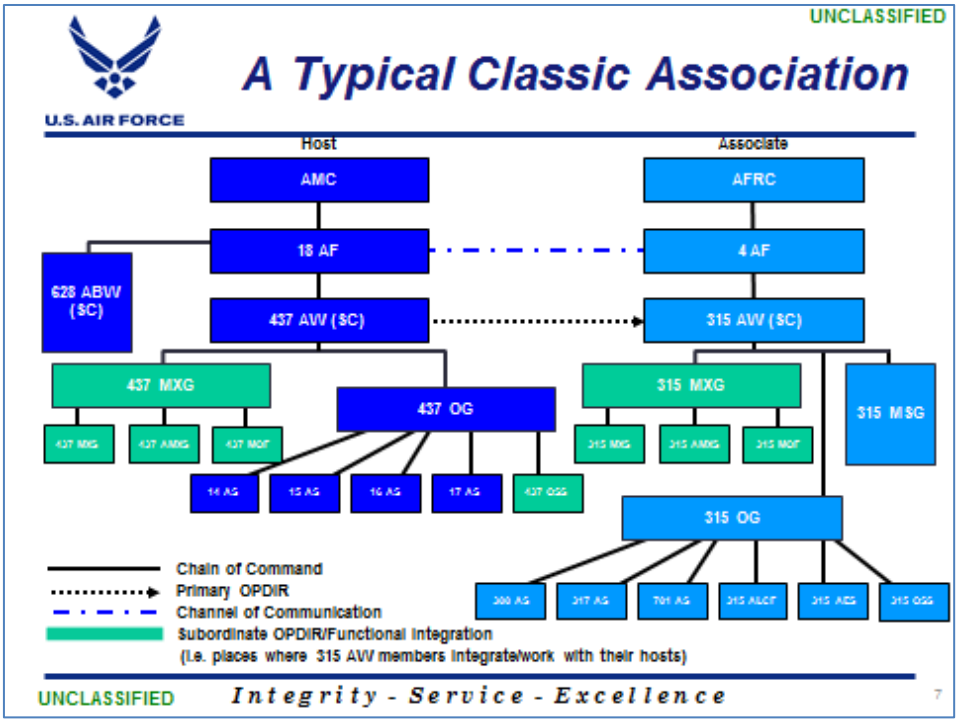

Figure 1. TFI Classic Association chain of command and operational direction construct

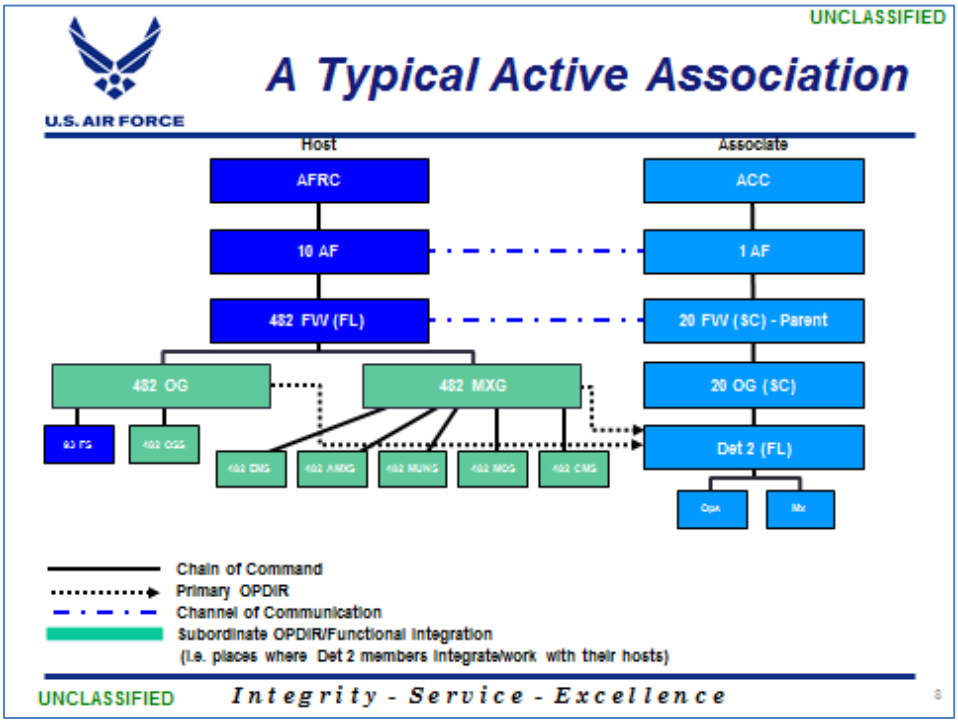

Figure 2. TFI Active Association chain of command and operational direction construct

Total Force Enterprise

The Total Force Enterprise (TFE) was launched in 2010 to strengthen Total Force Integration by providing a more inclusive, fact-based, and interactive process designed to maximize combat capability and optimize force structure.[26] A key aspect of the Total Force Enterprise is the Total Force Enterprise Review Process. This four staged process consists of option framing, option development, option evaluation and selection, and resourcing/execution.

The option framing stage is comprised the TFE Analytic Framework coupled with System-wide Force Composition Analysis. This represents the primary data and fact-based portion of the Total Force Enterprise. The TFE Analytic Framework is a series of models that provides senior leadership insights on various AC/RC mixes by core functions and/or weapon systems. The five main drivers or variables within the Analytic Framework are demand/requirements, weapons system inventory, manpower, cost, and policy/guidance (i.e. deploy to dwell, deployment length, volunteerism rate). The demand/requirements driver is comprised of foundational requirements and rotational demand derived from the Integrated Security Construct which is the Office of the Secretary of Defense (OSD) approved deployed mission sets (Figure 3).

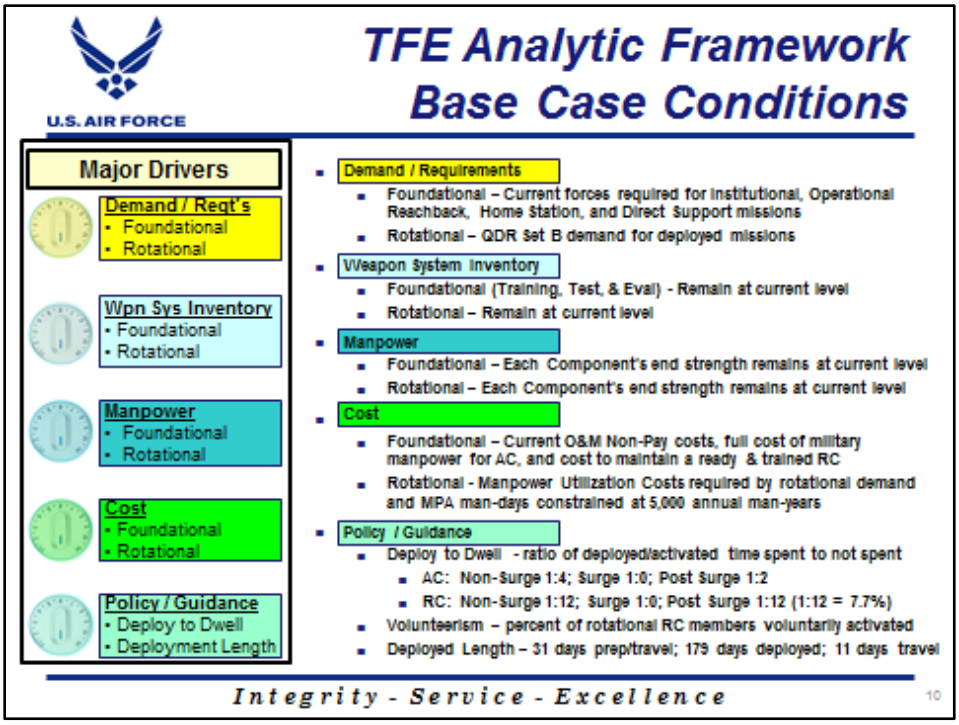

Figure 3. TFE Analytic Framework Base Case Conditions

Whereas the TFE Analytic Framework provides senior leadership optimum AC/RC mixes from the Air Force Enterprise perspective, the system-wide Force Composition Analysis (FCA) focuses on an individual system (platform or functional area). The system-wide FCA examines mission feasibility across a range of AC/RC force mixes, based upon the associated outputs, costs, benefits and risks.[27] The outcome of a FCA is a series of AC/RC Force Mix Options (FMOs). These FMOs depict mission capacity and costs through a range of AC/RC unit combinations to include unit-equipped and various associations. The system-wide FCA is designed to provide data driven options that inform with a level of fidelity that did not previously exist. Utilizing the guidance provided by the TFE Analytic Framework and the system-wide Force Composition Analysis, the SECAF and CSAF can provide force composition and

operational vectors to the Core Function Lead Integrators and Major Commands including the Air National Guard and Air Force Reserve Command.[28]

The Option Development stage begins with these vectors and concludes with staffing actions to adjust the Total Force. The Force Composition Vectors are published in Strategic Planning Guidance and Updated Planning and Programming Guidance (an update to the Annual Planning and Programming Guidance) for consideration during the programming/budget process. The Operational Vectors provide more specific guidance as to the establishment, disestablishment or other adjustments to stand-alone units and Total Force Integration Associations.[29] The Core Function Lead Integrators, MAJCOMs, Field Operating Agencies, Direct Reporting Units, and Headquarters Air Force will transform this guidance into actionable plans by submitting staffing packages to include Total Force Integration Proposals to senior leaders for consideration during the budget process.

The Option Evaluation and Selection stage is where the staffing actions affecting the Total Force are submitted to the Air Force Corporate Structure (AFCS) for consideration. Total Force Integration Proposals could include establishing, modifying, disassociating or relocating Associations. These proposals are submitted with supporting documentation to capture the resource requirements and timelines required to support the proposed organizational construct.[30] This documentation includes a proposal worksheet, a comprehensive Business Case Analysis (BCA), and an Association Plan. The entire Total Force Integration Proposal is submitted to the Total Force Enterprise Evaluation Group (TFEEG) for review in regards to strategic guidance, benefits, and risk prior to providing a recommendation for the total force guidance to the

AFCS.[31] The TFEEG is chaired by Deputy Director for Strategic Planning, AF/A8X, and consists of representatives from across the Air Staff directorates and MAJCOMs. The TFEEG provides the AFCS with recommended Total Force guidance in the form of Total Force Integration proposal ratings and inputs on other TFE issues.[32] This recommendation informs the AFCS as to how the Total Force actions align with strategic guidance and planning direction.

During the resourcing and execution stage of the Total Force Enterprise Review Process, the AFCS, taking into consideration the recommendation of the TFEEG, provides resourcing guidelines so that MAJCOMs can translate Total Force Integration proposals into budget proposals for funding contemplation in the Programmed Objective Memorandum (POM) process.[33] Proposals that receive an AF resourcing priority are submitted to the Office of the Secretary of Defense within the AF budget submission. These proposals are considered CSAF-approved and can be executed once released within the President's Budget with Congressional authorization/appropriation.

Though primarily a linear series of discrete events, the Total Force Evaluation Review Process is comprised of numerous feedback loops enabling actions occurring in one stage to inform or be informed by activities in other stages. For instance, a Core Function Lead Integrator could make modifications to the Core Function Master Plan based on decisions being made by the Air Force Corporate Structure. This formalized process serves two purposes. First, it provides senior leaders with strategic insight on the balance and combination of missions across the Regular AF, Reserves and Air National Guard in order to maximize capability and efficiency of the Air Force. Secondly, it allows senior leaders formal avenues to provide direction to help shape the

force mix across the components and within weapons systems and career fields. Previous to this process, Total Force Integration was more arbitrary in how associations were proposed and resourced. TFI Initiatives proposed by MAJCOM were reviewed by a General Officer Steering Committee prior to submission to the CSAF for approval. Once approved, they were placed on the Air Force TFI list. MAJCOMs were responsible for submitting initiatives that were on the list into the AFCS to compete for funding along with other AF priorities as part of the POM process. One drawback of this process was that an initiative could be approved by the CSAF, but sit on the TFI list for years waiting for resourcing by the AFCS. The TFE review process, developed by AF/A8X and approved at 2010's CORONA Fall, sought to correct this deficiency while simultaneously providing an analytical approach to AC/RC integration that was transparent, repeatable and defendable.

Force Composition Analysis

In remarks at the Air Force Reserve Senior Leader Conference in March 2012, the Secretary of the Air Force Michael B. Donley stated that the Air Force had "an obligation to consider the balance and mix of missions across the components, as well as how we can best organize that mix to maximize the capability and efficiency of our Total Force."[34] As noted previously, the Force Composition Analysis is one of the decision support tools providing senior leaders a variety of force mix options for consideration within a given platform or functional area. The Force Composition Analysis, originally known as a System-level Business Case Analysis, was developed in response to the September 2010 CORONA direction to perform "system-wide" Total Force Analysis. The Deputy Chief of Staff for Strategic Plans and Programs (AF/A8) is responsible for conducting the FCA's.

The FCA begins with the collection of data and information, known as foundational elements, from the stakeholders for a given system. The foundational elements are binned in three categories: purpose, mission demand, and mission supply. The purpose is where the system is defined. The concept of operations and the business rules for both the current and future state of the enterprise are developed by key stakeholders. The stakeholders, who are defined as the Core Function Lead Integrators, Major Commands and components accomplish a review of the system in order to provide intent for the AC/RC mix and any potential associations. [35]

Mission demand is developed utilizing the OSD Integrated Security Constructs (ISC) for Non-Surge (Rotational/Steady State), Surge (War) and Post Surge (Stabilize/Establish Civil Authority) requirements. The ISC represents various operational scenarios that were developed to stress the force's ability to meet multiple overlapping challenges.[36] These scenarios are designed to test the force across a range of stressors to include speed, strength, versatility, and durability. The ISC provides the baseline for demand that is required to be satisfied by the particular enterprise. Additional demand, to include any foundational requirements, is coordinated between stakeholders for inclusion within the FCA. For example, a FCA could include demand for foundational activities (i.e. training pipeline), forward presence (i.e. overseas bases), global support (TRANSCOM, exercises), Homeland Defense (NORTHCOM), Nuclear Deterrent Operations, Geographic Combatant Command requirements (rotational), and/or State mission requirements.

The final element, mission supply, provides the remaining essential data and information required to perform the FCA. The foundation of the enterprise is acquired

through a comprehensive listing of involved organizations (units) by location and component. For weapon system enterprises, the listing would include a breakdown of inventory identifying combat coded and training assets as well as primary mission assigned and back-up inventory. The Unit Manning Documents (UMDs) provide the authorized funded and unfunded manpower billets associated with each unit. To complement the mission demand, stakeholders provide standardized Total Force Unit Type Code's (UTC) encompassing the active and reserve components. The UTC is the Air Force's predefined deployment package consisting of manpower and/or equipment that is required to meet a particular wartime capability. Additionally, manpower standards, templates, and estimate reports facilitate linking manpower to capability. Additionally, this element incorporates the costing data and financial factors utilized in the cost analysis portion of the FCA. Of particular importance are the operating and personnel costs to include the military personnel appropriation (MPA) funding. MPA funds are budgeted to fund reserve component members brought on active duty to fill real-world requirements.[37] The funding comes from the same military personnel accounts as the Regular Air Force and is counted against Air Force active duty end strength.

Utilizing the foundational elements, a range of Active and Reserve Component Force Mix Options are generated for comparison against the status quo. The Force Mix Options are comprised of varying numbers of unit equipped and association organization constructs across the enterprise. The organization make-up will determine both a true ownership AC/RC mix as well as equivalency mix based on the associate unit's capabilities. For example, the KC-10 aircraft enterprise is comprised of two 12

Primary Aircraft Authorizations (PAA) squadrons and two 15 PAA squadrons each being a Classic Association with the Air Force Reserves. The Iron mix is 100/0 meaning the Active Component has primary ownership of all the aircraft. However, the classic associations construct allows the RC to utilize the airframes in such a way that the equivalent AC/RC mix is 57/43 (see Figure 4). This AC/RC mix is the foundation to each FMO. All subsequent information is directly related to that particular mix. As depicted in Figure 4, the Air Refueling System Force Composition Analysis resulted in 9 FMO's ranging from a 70/30 to a 34/66 equivalent mix (Status Quo is 39/61). These AC/RC mixes were devised with a post-surge capacity focus while informing a risk assessment in non-surge and surge environments.[38]

FMO	Enterprise Iron Mix Equiv Mix	KC-46A Iron Mix Equiv Mix	KC-135 Iron Mix Equiv Mix	KC-10 Iron Mix Equiv Mix	Estimated Manpower Direct Manpower AC/RC	Tails R-NS/PS NR-NS/PS	$B Oper Costs	$B Trnx	$M MPA Costs NS/PS
Status Quo	45/56 39/61	0/0 0/0	36/64 36/64	100/0 57/43					
1 AC UE: 7 AA: 22 RC UE: 1 CA: 12	61/40 70/30								
2 AC UE: 2 AA: 20 RC UE: 2 CA: 11	41/60 60/40								
3 AC UE: 2 AA: 18 RC UE: 1 CA: 13	47/54 50/50								
4 AC UE: 2 AA: 13 RC UE: 6 CA: 13	47/54 45/55								
5 AC UE: 3 AA: 5 RC UE: 14 CA: 12	47/54 40/60								
6 AC UE: 2 AA: 10 RC UE: 11 CA: 12	46/55 39/61								
7 AC UE: 3 AA:9 RC UE: 10 CA: 11	43/58 39/61								
8 AC UE: 2 AA: 9 RC UE: 13 CA: 12	44/57 37/63								
9 AC UE: 2 AA: 9 RC UE: 13 CA: 10	41/59 34/66								

Figure 4. Air Refueling FCA Force Mix Option Case 1

For this FCA, the pertinent information associated with each FMO is direct manpower, rotational and non-rotational capacity in non/post surge environments, operating, transition and MPA costs. The FCA included two excursions that varied the availability of RC forces by modifying their deploy-to-dwell ratio and increasing the volunteerism rate during non-rotational periods.

The Air Refueling Force Composition Analysis provided senior leaders with salient information identifying capability, cost, risk, and feasibility of various Force Mix Options. The analysis showed that the current AC/RC tanker mix is appropriate and should be maintained as the new generation tanker, KC-46A, enters the inventory. This determination will assist to inform the strategic basing process, but will not constrain this separate decision process. The entire FCA process is designed to provide unbiased guidance to senior leaders in the development of AC/RC vectors in an attempt to optimize Air Force resources and capabilities.

Recommendations and Conclusion

The future security environment and current fiscal constraints will require the Air Force to become smaller, but remain highly capable, lethal, ready, agile, and deployable.[39] To achieve these goals, the Air Force can leverage the Total Force Enterprise process management approach to effectively rebalance the Active and Reserve Components. It was developed to provide an inclusive, fact-based, and iterative process designed to maximize combat capability and optimize force structure through a range of innovative organizational constructs and personnel policies that improve and integrate the capabilities of the Air Force components.[40] Recommended enhancements to this process can be grouped into three focus areas: Common Orientation, System Force Composition Analysis studies, and Communication Plan.

Common Orientation

- Bring representatives from each component together to revalidate assumptions and baselines within the AF/A9's TFE Analytic Framework to include each of the five major drivers. Component representation should be inclusive of HAF staff, MAJCOM's (including the AFRC and ANG), along with the National Guard Bureau
- Request the National Guard Bureau and Air National Guard work with the Adjutant Generals of the 54 states and territories to provide data for areas such as direct-support mission, state mission requirements, homeland defense, and support to civil authorities. This data would include as a minimum demand rates, personnel and equipment requirements. It's inclusion within the TFE Analytic Framework modeling would ensure proper deference to Governors and their State's needs, as well as, the Defense Support to Civil Authority mission.
- Review all mission sets for compatibility across components. Place particular emphasis on those missions that are currently predominately in one component (i.e. bomber force).
- Increase emphasis on homeland defense, civil support and associated mission sets for Guard units. Air National Guard units are currently providing 94% of the air defense alert taskings. They are also an integral part of the Air Force building partnership core function around the world in the form of the National Guard State Partnership Program. Reprioritize resources and assets to ensure the Air National Guard can continue to meet Combatant Commanders and civil support requirements.

- Review the Air Expeditionary Force rotational cycle construct to ensure compatibility with the deploy-to-dwell rates, volunteerism and mobilization of the Reserve Component. This will enhance the predictability of deploying for members of the Reserve Component.
- Bring representative TAG's into the policy and budget formulation process as advisors. The National Guard Bureau in concurrence with the Council of Governors can select representative TAG's to provide consultation to Air staff on matters pertaining to the Air National Guard from the state perspective. Representatives would be members of the Total Force Enterprise Evaluation Group and serve as advisors to the Core Function Lead Integrators.

<u>System Force Composition Analysis Studies</u>

- Properly resource and accelerate the completion of the Force Composition Analysis Studies. The studies are instrumental in providing AC/RC Force Mix Options that provided senior leadership insights on mission feasibility compared to costs, benefits and risk. An accelerated schedule would enable the completion of over 40 FCAs by the third quarter of 2016.
- Develop a team of FCA experts. This team would be comprised of individual's from each of the major stakeholder and tasked to the Total Force Enterprise Management office (AF/A8XF). The team would be instrumental in defining the systems with particular emphasis on the concept of operations and the business rules for both the current and future state of the enterprise. The individual members would be the prime liaison with their stakeholder organization to ensure consistency of purpose exists across the various FCAs.

Communication Plan

- Determine the accurate statistics that will be used by all components when dealing with entities outside the Total Air Force.
- Reign in the use of meaningless statistics while the Air Force is undergoing the AC/RC rebalancing. The unsubstantiated information only serves to instigate the various factions. For example, the USAF Force Structure Change Memo released in February of 2012 states that "two decades of military end strength and force structure reductions have shifted the ratio of Active and Reserve Component forces. In 1990, the Reserve Component represents 25 percent of the Total Force end strength; that percentage has increased to 35 percent today. Reserve Component aircraft ownership also increased from approximately 23 percent to 28 percent over the same period."[41] Though the information maybe accurate, it implies that the ratio shift in the direction of the Reserve Component is negatively affecting the Air Force. The outcome of Analytic Framework and the FCA studies could reveal that the ratio shift needs to go further in that direction due to current and projected fiscal austerity.
- Establish communications with NGB to ensure future manpower cuts to Air and Army National Guard units are coordinated. This will ensure that any particular State or locality does not get overburdened with cuts during the same fiscal period.
- Work with OSD and Congress to enhance the Continuum of Service concept by expanding the dual command authorization concept to enable concurrent Title 10 and Title 32 command authority. This will enhance and streamline the

functionality of associations. Additionally, the ultimate goal of an enhanced Continuum of Service would enable military members to move between components throughout their careers without major administration obstacles (military pay, personnel, benefits, etc).

The recommendation presented here will not solve the programmatic issues encountered between the Air Force and Congress during the Fiscal Year 2013 Presidential Budget discussion. The intent of these recommendations and the Total Force Enterprise approach to the AC/RC force mix is to increase the transparency, effectiveness, and inclusiveness of the entire process. Through the adoption of these recommendations, the Air Force stands to decrease the inherent tension between the Active and Reserve Components in regards to the rebalancing effort. Each component, especially the Air National Guard, will feel more empowered to create palatable balancing options. Having an equal voice throughout the process will produce component members who will likely be stronger advocates of the outcome. This advocacy will be vital when it comes to future discussions with Congress and State leadership. In a January 2012 National Guard article, the author stated "Our primary intent and goal is, and always has been, to make the Air Guard a first-string member of the Total Air Force team. But the Guard wants this role as part of a plan that is equitable and what is best for the nation's defense, not because our presence was rammed down the Air Force's throat."[42] The Total Force Enterprise Review Process is the vital avenue that the Air Force can capitalize on today to increase inclusiveness during the rebalancing effort. Our mission is to "fly, fight, and win in air, space, and cyberspace" and in order to continue to achieve this, the Air Force has to maintain effective

relationships between each of its components while rebalancing the force to meet current realities and likely future trends.

Endnotes

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